



Early Journal Content on JSTOR, Free to Anyone in the World

This article is one of nearly 500,000 scholarly works digitized and made freely available to everyone in the world by JSTOR.

Known as the Early Journal Content, this set of works include research articles, news, letters, and other writings published in more than 200 of the oldest leading academic journals. The works date from the mid-seventeenth to the early twentieth centuries.

We encourage people to read and share the Early Journal Content openly and to tell others that this resource exists. People may post this content online or redistribute in any way for non-commercial purposes.

Read more about Early Journal Content at <http://about.jstor.org/participate-jstor/individuals/early-journal-content>.

JSTOR is a digital library of academic journals, books, and primary source objects. JSTOR helps people discover, use, and build upon a wide range of content through a powerful research and teaching platform, and preserves this content for future generations. JSTOR is part of ITHAKA, a not-for-profit organization that also includes Ithaka S+R and Portico. For more information about JSTOR, please contact support@jstor.org.

REVIEWS

The Philippines Past and Present. By DEAN C. WORCESTER.
New York: Macmillan, 1914. 2 vols. Pp. viii+500; viii+
501-1024. \$6.00.

This work is not, as its title suggests, a history of the Philippines; the "past" herein described dates back no farther than 1898, and even for the period of American occupation there is no consecutive narrative, and many of the most notable events and their participants are not mentioned at all. Neither is it an exhaustive description of the archipelago and its peoples, although several chapters are of a geographical character. While the general question of Filipino political capacity is fully exploited, there is no adequate account of the government and administration, and the work cannot be ranked as a political essay. Properly speaking, it is a personal narrative of Mr. Worcester's own experiences in the islands and of his administrative achievements, with incidental treatment of the work of others.

Mr. Worcester has had advantages of observing the islands possessed by no other man, foreigner or Filipino. He visited them twice as a zoölogical collector while the islands were still under Spain and saw conditions as they were in the last decade of the former régime. He was a member of the Philippine Commission of 1899 and of the Taft Commission of 1900 which re-established civil government. In 1901 he became secretary of the interior and filled this position continuously until September, 1913. His duties and inclination led him to travel repeatedly in all parts of the islands, except the Moro Province, and he has had at his command the scientific results of a trained and active corps of investigators whom his own unflagging interest in scientific research maintained in the service of the Philippine government. It has been the expectation of his friends that, possessing these unrivaled advantages, he would produce the definitive work upon the great transformation that has taken place in the Philippines in the last twenty years, but this book in no way meets these expectations.

The first three hundred pages are devoted to a review of the "anti-imperialist" charges of a decade or more ago. It was then repeatedly asserted by those opposed to American assumption of responsibility for the islands that promises of independence made to Filipino leaders were broken, that hostilities were sought and provoked by the American army

at Manila, and that a promising native republic was overthrown and destroyed. While these charges were fully disposed of by the testimony taken in 1902 by the Senate Committee on the Philippines, and while the nation in two presidential campaigns, with Imperialism the "paramount issue," sustained the Philippine policy, a certain uneasiness of conscience has perhaps remained and the charges from time to time are resumed. Mr. Worcester in disposing of them once more has had access to materials hitherto unavailable to writers on Philippine affairs. These are the "Insurgent Records" captured during the insular campaigns and in the possession of the War Department. These important native documents were edited by Major Taylor of the United States army and with an introduction and critical commentary prepared for publication. In 1906 five volumes were set up and "proofed," but owing to the approaching inauguration of the Philippine Assembly and the desirability of protecting the growing accord between the government and the Filipino people, these records, which in many cases are damaging to Filipino reputations and mortifying to their pretensions, were, by order of the President, withheld from publication. Now that the use of these proofs has been permitted to Mr. Worcester and the immediate occasion for their suppression has passed, it would seem highly desirable that the government at Washington should issue these volumes, so necessary to the study of the Philippine question.

These records Mr. Worcester uses extensively. In fact this portion of his work is little more than quotation from Taylor with a framework of comment designed to emphasize the points revealed. How much more fully this task might be treated by one familiar with other existing materials may be seen by an examination of Mr. James A. LeRoy's posthumous work, *The Americans in the Philippines*, which covers this same period and is based upon the most diligent use of materials of every kind. Mr. Worcester's immediate incentive in reviving these discussions seems to have been Judge Blount's recent book, *The American Occupation of the Philippines*, an exceedingly prejudiced recital of the American occupation containing many personal attacks upon Mr. Worcester. Mr. Worcester replies to these aspersions by repeated rejoinders, which necessarily mar the character of his narrative and create in the reader the feeling that Judge Blount's work (which has no merit calculated to make more than a momentary impression) could more wisely have been ignored.

The second portion of the book is devoted to the two Philippine commissions on which Mr. Worcester served. The account is very dis-

appointing. The Taft Commission was a notable institution and its work will bulk large in our history. It was clothed with powers—legislative, administrative, and judicial—quite without parallel and it succeeded in an almost impossible task. A just though unsparing criticism of its work and methods, written by one who was himself a member, would be of immense instruction at a time when the “commission plan” of government engages so much attention, but Mr. Worcester adds nothing to our knowledge of the work of this body. He gives 65 pages to a chapter on the establishment of civil government but a considerable part of this space is consumed in recounting merely personal incidents and four pages are taken up with the narrative of an excursion trip which he headed into the Cordillera of Luzon. The few chapters devoted to constabulary, education, civil service, public health, and other branches of administration are merely formal recitals, such as the ordinary hack writer culls from official reports. Moreover, only those branches of the service under his own direction have due treatment and in numerous cases the work of his colleagues is inexcusably ignored. Five lines of the text are devoted to the work of Governor-General Ide! Yet Judge Ide’s services were of incalculable importance and no man has left a more lasting impression upon the institutions of the Philippines. The organization of the courts, the redaction of the Code of Civil Procedure, the creation of the present internal revenue system, the reform of the currency—perhaps the most striking single achievement of the Commission—were largely Judge Ide’s work, while as fiscal head of the administration and chairman of the appropriations committee he established the finances of the islands upon a basis of stability which only recent years of expenditure have impaired. His brief term as governor-general came at a critical time. The constabulary was reformed; brigands and “pulahans” practically exterminated; and freedom of party association extended to the Filipino politicians. Mr. Worcester says not a word of Judge Ide’s connection with these notable accomplishments. No mention of any sort is made of the work of Professor Moses, the first secretary of public instruction, while the only reference to a later colleague, Mr. Shuster, is an aspersion of his motives for opposing the amount of appropriation to be made for a general hospital. Mr. Worcester has seemingly felt free to ignore his associates whenever personal dislike prejudiced him against their efforts.

The theory of commission organization is that of joint responsibility for all branches of administration, but the disposition is to distribute tasks and destroy the principle of common interest and action. This is

the real weakness of "commission government," and it is a matter of common knowledge that after the departure of Governor Taft in 1903 the Philippine Commission ceased to be a united body. It did not "pull together." The heads of departments grew to resent the interest or interference of other members in what they came to feel was their exclusive jurisdiction, and government by commission was reduced to mere personal administration. In Mr. Worcester's narrative there are many evidences of this unfortunate degeneration of the original standards, but they are not the frank and impartial studies of the matter which alone would have met the requirements of good taste and the interest of the public in the actual workings of so notable a commission. The narrative constantly betrays personal animus and the account of the work of a branch of the government is frequently interrupted while Mr. Worcester tells how he observed some abuse or error and addressed himself to its correction, but in these instances the actual facts of the case would more than once show that Mr. Worcester has charged his own blunders to others.

The final portion of the book is devoted to the non-Christian or pagan peoples of the islands and to the natural resources of the archipelago, and this part of the book is decidedly the best. Here are subjects which long commanded the enthusiasm of Mr. Worcester and regarding which he did much to give form to the policy of the government. Even here, however, the account is extremely inadequate. The chapter on exploration is confined to several trips of his own, and pays no attention to the really great achievement of geographical discovery to which many men in different professions have contributed and in which several talented and splendid workers have sacrificed their lives. Nowhere is there given any enumeration or classification of these interesting peoples, although it would have been possible to do this in a satisfactory manner with the scientific results that were at his disposal. He states indeed (557) that as a result of his "personal investigations" he was able "to reduce to twenty-seven the eighty-two non-Christian tribes said by Blumentritt to inhabit the Philippines," but this task had already been accomplished before Mr. Worcester's "personal investigations" began, as an examination of the report of the Philippine Commission for 1903 or of the Philippine Census of that year will show.

The chapter on "Slavery and Peonage" resumes a heated controversy of a year or more ago. He here reviews his attempts to secure the passage through the Assembly of a measure penalizing slavery and

"bonded debt," and sets forth facts which prove the existence of both institutions. This is not new information, however. "Bonded debt" is an indigenous institution, as widespread as the Malayan race, and the existence of occasional domestic slavery is known to everyone who has resided long in any of the provinces of the islands. The essential facts were given to the Senate Committee on the Philippines as far back as 1902. In gathering up and presenting the data of numerous instances extending over a good many years Mr. Worcester has rendered an important service but his manner of handling this information not only awoke the pride and resentment of the Filipinos, but undoubtedly created a very false impression in this country as to the institution of slavery in the Philippines. While slavery undoubtedly exists in the Christian provinces, it is a minor evil in a country which has experienced as much violence and hardship as have the Philippines, and like its infinitely more generalized counterpart, "bonded debt," will perhaps disappear only with the popular enlightenment of the natives. The facts were not harsh enough to compel the Commission to act at any time up to November, 1907, while it was the sole legislative body, and it is hardly fair so bitterly to reproach the Assembly for not achieving a law on the matter during the first three or four years of its existence, when the Commission took no steps to accomplish the result in a much longer period of legislative responsibility. Probably it was not only the inherent difficulties of framing an enforceable law, but pride and resentment at the manner in which the subject was urged, that led the Assembly to reject Mr. Worcester's bill and postpone action until he was no longer in an official position.

To the chapter headed by the inquiry "Is Philippine Independence Now Possible?" Mr. Worcester answers emphatically "No!" and his reply is probably concurred in by nearly every competent observer who has the well-being of the Filipinos at heart.

The work is finely illustrated with photographs of which Mr. Worcester has a truly great collection, obtained largely by his own skilled and patient exertions.

DAVID P. BARROWS

UNIVERSITY OF CALIFORNIA

Progressivism—and After. By WILLIAM ENGLISH WALLING.
New York: Macmillan, 1914. Pp. xxxv+406. \$1.50.

This is first of all an interpretation and evaluation of progressivism from the viewpoint with which Mr. Walling's earlier writings have